

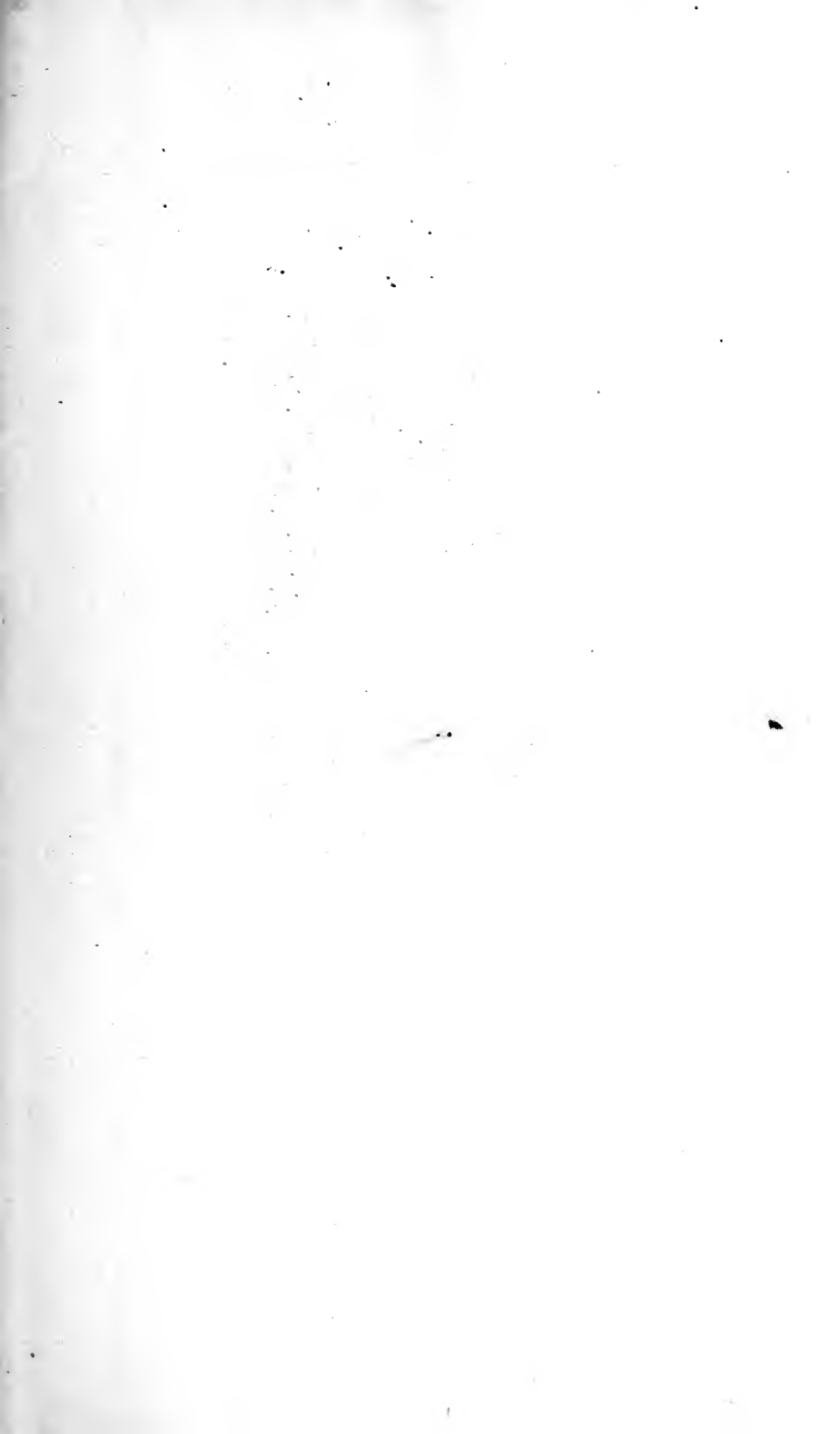
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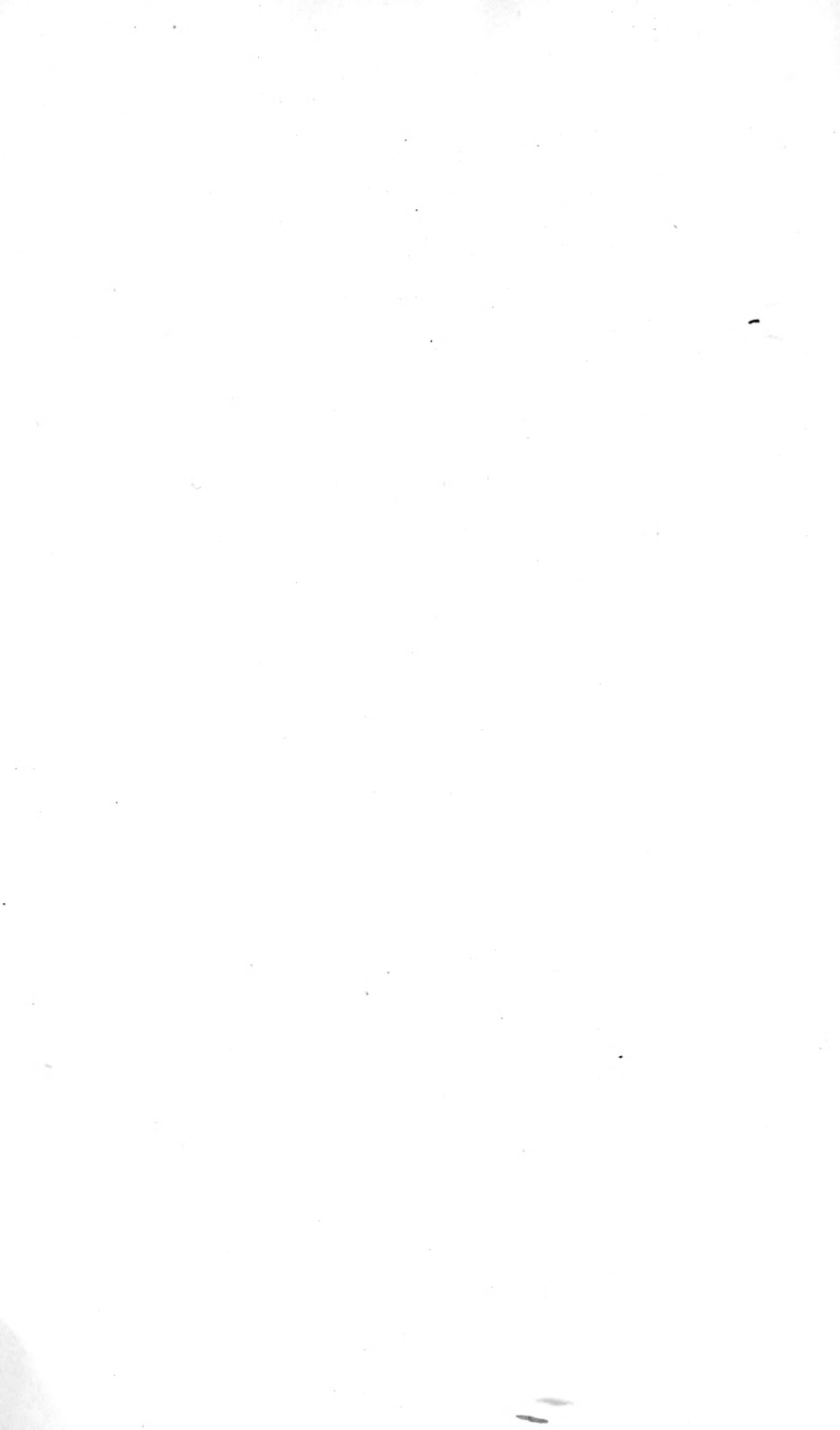


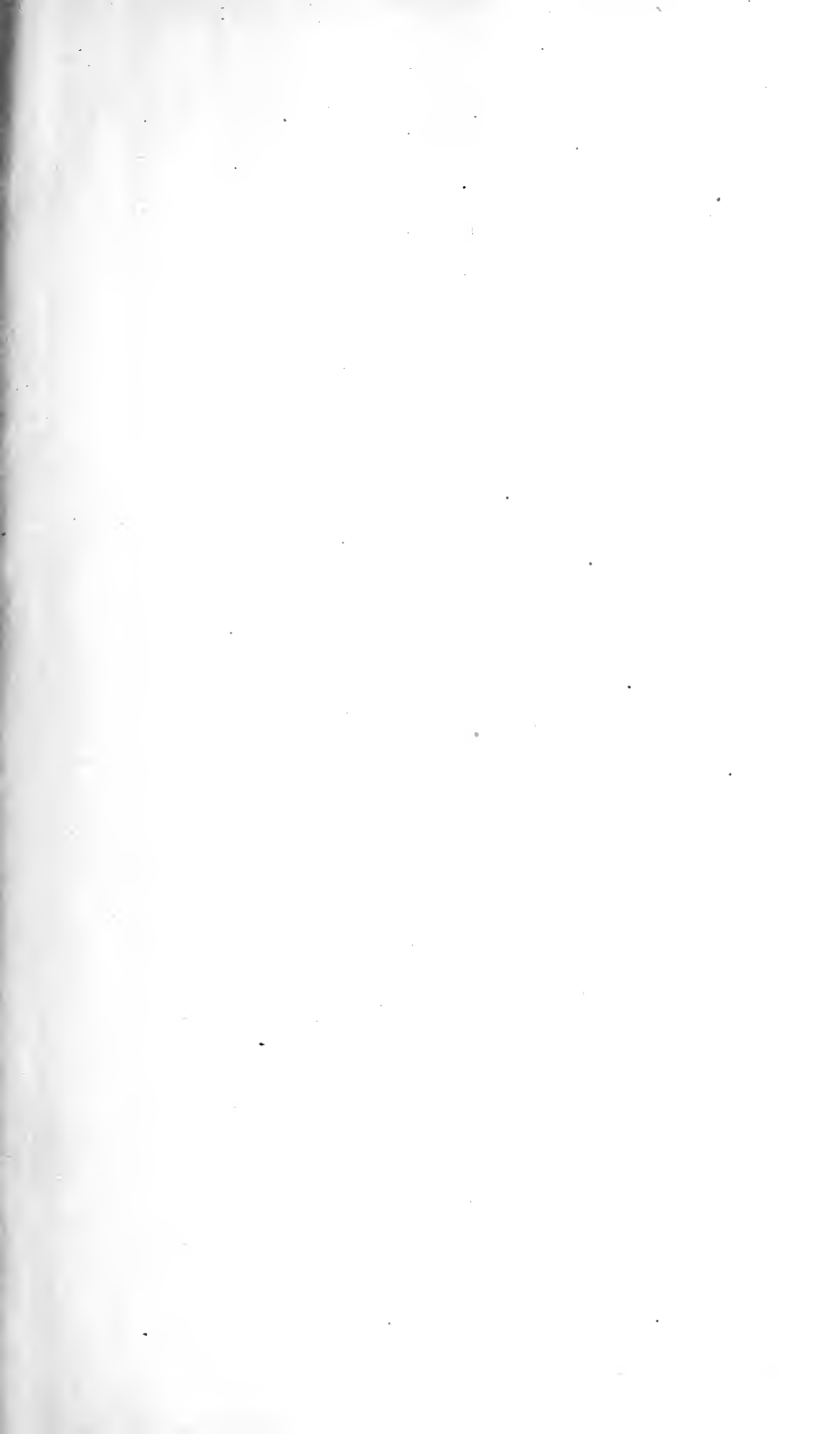
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ADMINISTRATION
OF THE OFFICE OF
CORONER *of* COOK COUNTY
ILLINOIS



REPORT PREPARED FOR THE
JUDGES OF THE CIRCUIT COURT
BY THE
CHICAGO BUREAU OF PUBLIC EFFICIENCY

DECEMBER, 1911

PRIOR PUBLICATIONS

- 1 Method of Preparing and Administering the Budget of Cook County, Illinois. January, 1911.
- 2 Proposed Purchase of Voting Machines by the Board of Election Commissioners of the City of Chicago. May, 1911.
- 3 Street Pavement Laid in the City of Chicago: An Inquiry Into Paving Materials, Methods and Results. June, 1911. (Out of print.)
- 4 Electrolysis of Water Pipes in the City of Chicago. July, 1911. (Out of print.)
- 5 Administration of the Board of Supervisors of Cook County, Illinois. September, 1911.
- 6 A Plea for Proper Administration of Cook County Treasurer. October, 1911.
- 7 Repairing Asphalt Pavement. Work done for the City of Chicago Under Contract in 1911. October, 1911.
- 8 The Municipal Court Acts: Two Related Propositions Upon Which the Voters of Chicago Will Be Asked to Pass Judgment at the Election of November 7—Vote No. October 31, 1911.
- 9 The Water Works System of the City of Chicago. By Dan-ney H. Maury. December, 1911.
- 10 Bureau of Streets; Civil Service Commission; and Special Assessment Accounting System of the City of Chicago. December, 1911.

ADMINISTRATION
OF THE OFFICE OF
CORONER *of* COOK COUNTY
ILLINOIS

UNIV. OF
CALIFORNIA

REPORT PREPARED FOR THE
JUDGES OF THE CIRCUIT COURT
BY THE
CHICAGO BUREAU OF PUBLIC EFFICIENCY

315 PLYMOUTH COURT

ADMINISTRATION

OF THE OFFICE OF

CLERK OF THE CIRCUIT COURT

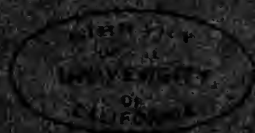
AND OF THE OFFICE OF

CLERK OF THE SUPERIOR COURT

OF

COOK COUNTY, ILLINOIS

Feb. 13



REPORT PREPARED FOR THE
JUDGES OF THE CIRCUIT COURT

BY THE

CHIEF BUREAU OF PUBLIC EFFICIENCY

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- 8 The Municipal Court Acts: Two Related Propositions Upon Which the Voters of Chicago Will Be Asked to Pass Judgment at the Election of November 7—Vote No. October 31, 1911.
- 9 The Water Works System of the City of Chicago. By Delaney H. Maury. December, 1911.
- 10 Bureau of Streets: Civil Service Commission and Board Assessment Accounting System of the City of Chicago. December, 1911.
- 11 Administration of the Office of Coroner of Cook County, Illinois. December, 1911.
- 12 Administration of the Office of Sheriff of Cook County, Illinois. December, 1911.

ADMINISTRATION

OF THE OFFICE OF

CLERK OF THE CIRCUIT COURT

AND OF THE OFFICE OF

CLERK OF THE SUPERIOR COURT

OF

COOK COUNTY, ILLINOIS

REPORT PREPARED FOR THE
JUDGES OF THE CIRCUIT COURT
BY THE
CHICAGO BUREAU OF PUBLIC EFFICIENCY

315 PLYMOUTH COURT

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LETTER OF TRANSMITTAL.

*To the Honorable Judges
of the Circuit Court of Cook County.*

GENTLEMEN—

The Chicago Bureau of Public Efficiency respectfully submits herewith a report upon the office of Clerk of the Circuit Court and of the office of Clerk of the Superior Court of Cook County, which report has been prepared in accordance with your formal action taken at a meeting held February 27 last, of which action the Bureau was advised by Judge Jesse A. Baldwin, as secretary of the judges, in a letter bearing date of March 3, 1911.

Respectfully submitted,

CHICAGO BUREAU OF PUBLIC EFFICIENCY,
HERBERT R. SANDS,
Director.

Chicago, December, 1911.

SUMMARY AND CONCLUSIONS.

Circuit Court.

Number of assistants requested by Clerk for year 1912 (same as authorized year 1911).....	52
Number recommended by the Bureau	37
Proposed reduction in number of assistants.....	15
Salary appropriation for year 1911.....	\$76,560
Aggregate salaries recommended by the Bureau.....	51,680
Proposed saving in salary expense.....	\$24,880

Superior Court.

Number of assistants authorized for year 1911.....	51
Additional assistants requested by Clerk for year 1912.....	15
Total number requested for year 1912.....	66
Number recommended by the Bureau for year 1912....	38
Proposed reduction in number of assistants re- quested	28
Salary appropriation for year 1911.....	\$74,200
Estimated increase required if Clerk's request for ad- ditional help be granted.....	19,800
Total estimated payroll for year 1912, on basis of Clerk's request.....	\$94,000
Aggregate salaries recommended by the Bureau for year 1912	53,300
Proposed saving in salary expense.....	\$40,700

For Both Offices Combined.

Total number of assistants requested by both court clerks..	118
Number recommended by the Bureau.....	75
Proposed reduction for both court clerks.....	43
Estimated salary appropriation for both clerks' offices for year 1912 on basis of number of assistants re- quested	\$170,560
Aggregate salary expenditure recommended by Bu- reau for year 1912 for both offices.....	104,980
Total proposed saving in salary expenses for both offices	\$ 65,580

1. The working force of each office should be reorganized and the salary rates reggraded.

2. The number of clerks on the general staff of the Circuit Court office should be reduced from 17 to 12; that of the Superior Court office from 16 to 11.

3. The present law and chancery record-writing divisions and the folio divisions should be consolidated, the forces therein employed reorganized, and modern methods, including the use of typewriters, substituted for those now in use. The work of copying short chancery orders of the Superior Court should be assigned to the chancery minute clerks. Under these conditions nine clerks in each office could perform the record-writing and transcript work now requiring the services of seven clerks in the Circuit Court office and of twenty clerks in the Superior Court office.

4. If the methods now in use are to be continued, three law record-writers, four chancery record-writers, and four folio clerks in each office should experience no difficulty in handling the work of the respective divisions.

5. The cost of spreading chancery decrees and orders of record during the year ending October 31, 1911, in the Circuit

Clerk's office, was approximately 17 cents per folio, and in the Superior Clerk's office approximately 29 cents per folio, whereas work of a similar nature was performed in the Recorder's Office for about 6 cents per folio.

6. The annual reports of the Clerks, filed November 20, 1911, do not show the volume of work performed in the respective offices. The report of the Circuit Court Clerk is misleading in that numerous items therein are duplicated under different classifications. The Superior Court Clerk reports a large quantity of work which was not performed at all. Of the number of pages of record reported written by him, 1,551 are not to be found in the record books within the periods covered by the report.

7. It is recommended that the salaries of the chancery minute clerks of the Superior Court be fixed at \$1,800 per year, provided the short order records are kept by them; \$1,200 a year is suggested for the substitute minute clerk. The salaries of all the law minute clerks should be made \$1,320 a year. With four exceptions, this is the salary now paid for this service.

8. The classification of employes as approved by the judges each year and as provided in the county budget is only partially observed by these officials when assigning duties to their assistants.

9. The offices of the Clerk of the Circuit Court and of the Clerk of the Superior Court should be appointive rather than elective, with the power of appointment vested in the judges of the respective courts. Their duties are purely ministerial and administrative and the present salary of \$5,000 is commensurate with the services rendered. The increase of salary to \$9,000 a year for each of these officials, which was made in 1909 by the legislature and which becomes effective in 1912, was wholly unwarranted.

10. The practice of the Clerk of the Circuit Court in paying over to the county interest on escrow funds in his custody, as well as on his fee account deposits, is to be commended. The present clerk deserves the credit for establishing this practice.

11. The policy of secrecy maintained by the Clerk of the Superior Court with respect to funds deposited with him in escrow and his attitude regarding the disposition of interest earned thereon while such funds are in his possession, are to be condemned.

12. The criticisms made in this report relate particularly to the organization of the force, the antiquated methods followed, and the low average amount of work performed per man per day, rather than to the standard of the work done or the personnel of the respective staffs. Generally speaking, the work of both offices is well performed, but the cost has been excessive and could be greatly cut down by reduction and reorganization of the force.

ADMINISTRATION
OF THE OFFICE OF
CLERK OF THE CIRCUIT COURT
AND OF THE OFFICE OF
CLERK OF THE SUPERIOR COURT
OF
COOK COUNTY.

I.

GENERAL OBSERVATIONS.

The Circuit Court of Cook County and the Superior Court of Cook County are each courts of original general law and chancery jurisdiction and have appellate jurisdiction to a limited extent. The jurisdiction of the two courts is concurrent. There are fourteen judges of the Circuit Court and eighteen judges of the Superior Court, six additional judges of the latter court having been elected last November. Each is elected by the voters of the county for a term of six years. All of these judges are not, however, engaged at any one time in performing their duties on the bench of their respective courts, since each is ex-officio a judge of the Criminal Court of Cook County and certain of their number are regularly assigned to that court, while other judges not regularly assigned thereto sit therein from time to time hearing criminal cases. Several members of each court are also appointed by the Supreme Court of the State to sit as justices of the Appellate Court for the First District. The Criminal and Appellate Courts are each provided with a clerk and a staff of subordinates. The attendance at all

times of several judges upon their duties in these latter courts has in the past necessitated calling in judges from other circuits to dispose of the business of the Circuit and Superior Courts. The recent election of six additional judges of the Superior Court has rendered this practice unnecessary, for the present at least, in this court. In the administration of the business of the Circuit and Superior Courts three judges of each are assigned to the chancery work thereof, while one judge of the former sits in the Juvenile Court branch. The remaining judges preside over the several common law branches of their respective courts.

The offices of Clerk of the Circuit Court and of Clerk of the Superior Court are elective, the term being four years. Under the constitution each clerk is entitled, in lieu of all fees, perquisites and emoluments, which he is required to pay into the county treasury, to a salary fixed by law. The salary of the present incumbents is fixed at \$5,000 per year. During the past two or three sessions of the legislature that body has seen fit to saddle heavy salary increases, irrespective of whether or not they were merited, on the taxpayers of Cook County. In conformity with this general attitude, the legislature in 1909 increased the compensation of these clerks to \$9,000 a year. This increase, which becomes effective in 1912, is unwarranted. The present salary is ample when the character of the duties is considered. Moreover, these offices, the duties of which are purely administrative and ministerial, should be appointive rather than elective, with the power of appointment vested in the judges of the respective courts. To effect this change would require an amendment to the present constitution.

II.

FUNCTIONS AND DUTIES.

The administrative functions of each court are discharged through its clerk. In connection with the administration of the business of the court, it is his duty—

1. To receive and file all documents and papers which may be properly filed in any suit or proceeding instituted or pending before the court and to keep and preserve such files and papers.
2. To attend the several branches of his court and to make and preserve complete records of all the proceedings and final determinations of such court.
3. To keep proper indexes to suits and proceedings instituted in his court and to the files and records thereof.
4. To issue all process of the court.
5. To approve bonds as provided by law.
6. To administer oaths in proceedings to be commenced or pending in his court.
7. To issue certified copies of papers and documents on file in his office or of the records of the proceedings in his court.
8. To make up and certify, as required by law, transcripts of the records of suits or proceedings brought in his court.
9. To draw jurors and certify the names drawn to the sheriff; also to issue to jurors certificates of the number of days served by them, respectively.
10. To collect fees as provided by law.
11. To receive, keep and pay out such moneys as may be deposited with him in his official capacity under order of the court or otherwise.

Certain other functions have also been conferred upon these clerks, such as the power to administer oaths other than those administered in connection with the legal proceedings

of their courts and to take acknowledgments to deeds and other instruments. The legislature has also imposed upon the Clerk of the Circuit Court the duty of filing and preserving certain classes of documents, such as mechanics' lien statements, transcripts of proceedings before justices of the peace, etc., which do not form any part of the files of the court. Incidental to this service he is also required to keep certain indexes and records.

III.

ORGANIZATION.

For the purpose of performing the duties imposed upon him, each Clerk is provided with a corps of assistants and deputies. Under the constitution, their number is fixed annually by the judges of the Circuit Court, but the compensation of each is determined by the county board. During the course of this investigation there were fifty-one employes engaged in the Superior Court Clerk's office. This was the full quota allowed by the judges for the year 1911. Fifty-one employes were employed by the Circuit Court Clerk in carrying on the regular work of the office, and ten additional men were assigned to the Juvenile Court branch. This is one less than the number authorized, due to a vacancy occasioned by the death of a clerk.

Classification of employes to a limited extent with respect to both duties performed and salaries appropriated was attempted in the 1911 budget. Such classification did not, however, meet the requirements of the service and was ignored for the most part in assigning the men. In view of the recent adoption of civil service in these offices, positions as well as salary rates should be reclassified in accordance with duties performed.

Considering the present scheme of organization and the

unsatisfactory methods in use, the work of these offices would seem to be well done. Such criticism as the Bureau has to make is directed particularly to the organization of the force, the methods used, and the number of men employed. The volume of work performed in the record-writing and folio divisions is not commensurate with the number of clerks assigned thereto and observation by the Bureau's investigators has shown that a considerable portion of the time of the members of the general staff is unemployed. It is believed that fewer men could efficiently carry on the work of the office, even under the methods now in use, and that a change in methods to include a reorganization of certain divisions of the service and the introduction of typewriters therein, would permit of a still further reduction in the number of clerks and at the same time insure more efficient service.

IV.

METHODS AND PROCEDURE.

COMMON TO BOTH OFFICES.

Trust Funds.

The policy of the Clerk of the Circuit Court of permitting a proper inspection of the accounts of the funds held by him in escrow and his practice of paying into the county treasury interest on such funds, and on his daily fee deposits as well, are to be highly commended.

In contrast, it is pointed out that the Clerk of the Superior Court does not pay into the county treasury any interest which may accrue on funds while in his possession, and that his record of escrow deposits is not open to public, or proper official inspection. Permission was denied the Bureau's investigators to examine his record of this fund and the Clerk also declined

to make any statement as to the aggregate amount of such moneys handled by him or as to the present condition of the fund. That he receives interest on such funds is a justifiable inference since he placed his refusal to permit an inspection of such records upon the sole ground that an opportunity to check up his interest account would be the only purpose such an inspection could serve.

Funds deposited in escrow are entrusted to the Clerk in his official capacity. Therefore, if they are deposited in bank by him and interest is received thereon, such interest comes to the hands of the Clerk by virtue of the fact that he holds his office, and if no other legal claims to the interest are asserted, it constitutes an emolument of the office which, under the state constitution, should be turned into the county treasury. Clearly the Clerk has no right to retain it. In defense of his refusal to pay such interest to the county, the Clerk of the Superior Court contends that legally it belongs to the person entitled to the principal of the fund. No claim is made, however, that it is the practice in ordinary cases to account for and pay over with such principal any interest earned. Instead, he retains the interest received and while pleading his legal liability to the owners of the principal as a sufficient reason for not accounting to the county, refuses to make payment to the former unless they go to the trouble and expense of enforcing their claims, if any, through legal proceedings.

The Bureau here expresses no opinion as to the Clerk's liability to the owners of such funds for interest earned thereon while in his possession, but attention is called to the fact that no such claim has been made against the Clerk of the Circuit Court on account of any interest paid by him to the county. It is suggested that in any event, the proper course would be for the Clerk to pay over the interest money to the county upon such conditions as might be necessary to save him from loss should he be subsequently held liable therefor to other persons.

The Circuit Court Clerk's record of trust funds submitted to the inspection of the Bureau's investigators showed that there was a considerable fluctuation in the amount of funds on hand from time to time. The interest payments earned on such funds for the years 1909, 1910 and 1911, and turned over to the county were \$6,351.58, an average of about \$2,000 per year. On a $2\frac{1}{2}$ per cent. basis these interest payments would indicate an average balance in the hands of the Clerk of the Circuit Court of over \$85,000. The volume of general business in the offices of these two officials does not differ to any great extent, and if the records of the Clerk of the Circuit Court may be taken as a criterion, it may be presumed that the amount of the fund in the hands of the Clerk of the Superior Court is approximately the same as that of the fund entrusted to the Circuit Court Clerk.

Annual Reports for 1911.

The Clerk of the Superior Court has requested the authorization of fifteen additional clerkships for the ensuing year. It is claimed that the services of these clerks will be rendered necessary because of the recent increase in the number of judges of that court. The assignments of the new judges to their respective branch courts, which became effective December 4, showed a net increase of only three sitting judges. The volume of work done in the record writing and folio divisions of this office during the past year has been grossly exaggerated in the annual report of the Clerk filed November 20, 1911. (See table, pages 43 and 44.) The request for additional clerks is unwarranted. As will be shown later in this report, the number now employed is larger than necessary and should be reduced.

The annual report of the Clerk of the Circuit Court is misleading with respect to the volume of work performed. In several instances the same work is reported more than once by

including it under different classifications. For instance, the 678 pages of bond record reported written are again included under the item "number of pages [of law] record written."

Office Arrangement.

The practice which prevails in both offices of permitting unregistered current files to remain over night in an open cabinet is not businesslike.

The office arrangement and equipment of the Clerk of the Circuit Court is not well adapted to the orderly transaction of business or the convenience of the working force. The enclosed cage arrangement provided for the Clerk of the Superior Court has many advantages in these respects over the open counter plan in use in this office. Complaint is made that the efficiency of the present service is detracted from to a considerable degree because of the frequent interruptions in the work of the clerks occasioned through inquiries made of them by the bar and public. That such interruptions are to some extent unavoidable has been recognized and taken into account in considering the number of clerks necessary to do the work. The difficulties experienced at present, however, especially in the record-writing and folio divisions, would be largely reduced if the office arrangement were such that separate space were provided for the keeping of all books and records not actually in use by the copyists, wherein the public could examine them. It would then be necessary to interrupt the work of a copyist only when a specific book which was being used by that copyist was called for. The convenience of the bar and public would also be subserved if some person were specifically designated to answer inquiries. Under the present arrangement it is frequently necessary for a person seeking information with respect to the records to approach several clerks before the desired information is obtained. This is particularly true of the Superior Court office.

The duties of each clerk fall into two general classes—those performed through the clerical force of the main office and those discharged in the court rooms by the minute clerks. The Juvenile Court work of the Circuit Court constitutes a distinct branch of the service of that court, and for all practical purposes the clerks there employed form a separate organization and have been disregarded in preparing this report.

The clerk of each court is required by statute to devote his personal attention to the duties of his office, but the immediate supervision of the administration of the business of each office is delegated to a chief clerk.

Under the procedure followed in each office the work of the main office force is divided among (1) the members of the general staff, (2) the naturalization clerks, (3) the law record writers, (4) the chancery record writers, and (5) the folio clerks. The methods employed in each office are substantially the same, but details of procedure differ in many respects. In preparing this report it has therefore been found convenient to deal for the most part with each office separately. The proposed plan for the consolidation of the record-writing and folio divisions of the present organization, however, applies to each office and for that reason has been considered in this connection.

Consolidation of Record-Writing and Folio Divisions.

In each office three separate divisions are maintained for performing the record-writing and folio service. All records and copies are written out in long hand, although printed form books are provided in some cases.

The efficient administration of these branches of the service calls for the consolidation in each office, of the several divisions now maintained as well as a substitution of modern methods and devices for those now in use. The work is closely

related, and as the forces are now organized an interchange of clerks is occasionally necessary. If such a consolidation were effected, the work of the respective staffs could be more readily adapted to the changing requirements of the service. The entire volume of the work, moreover, could be more equitably distributed. Such a change should also bring about a reduction in the cost of doing the work.

The plan here proposed, as shown by the charts on pages 20 and 34, would provide for a superintendent, an assistant superintendent, one transcript compiler, a general clerk and five typists in each office to perform the work of spreading records, and preparing necessary copies. To the superintendent would be assigned the duty of laying out and supervising the work. He would also be required to draft such law orders as were not purely formal which would reduce the work of spreading law orders practically to a basis of copy work. The compiling of records for appeals and the preparation of certified copies would be assigned to the assistant superintendent, who would be assisted by the transcript compiler. The latter clerk would also attend to opening the original entries in both the common law and chancery dockets and would operate the confession and such other form records as might be found expedient. The general clerk would perform such general duties as might be required of him. The writing of the chancery short orders would, of course, be assigned to the chancery minute clerks.

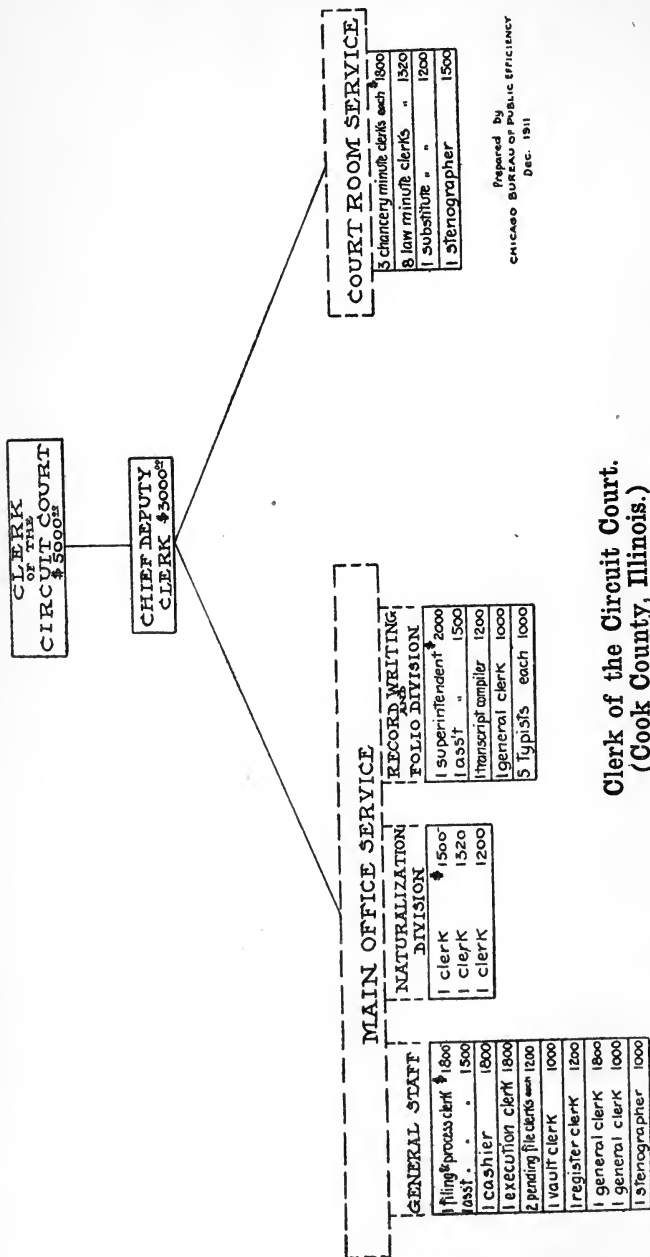
The following yearly salary rates are recommended: Superintendent, \$2,000; assistant superintendent, \$1,500; transcript compiler, \$1,200; general clerk, \$1,000; and typists, \$1,000 each.

It is believed that under this arrangement nine clerks in each office, with salaries aggregating \$10,700, could perform the work of the present record-writing and folio divisions. For this purpose twenty clerks are now carried on the pay roll

of the Superior Court office, at an aggregate annual cost of \$28,360, while eighteen clerks, with salaries aggregating \$26,100 a year, are assigned to this work in the Circuit Court office. An annual saving of \$17,660 in the Superior Court and of \$15,400 in the Circuit Court is therefore indicated. As the plan proposed would necessitate assigning an extra clerk to the naturalization work of the Circuit Court office, this latter figure should be reduced to \$14,200. The transfer of the writing of chancery short orders to the minute clerks and on account thereof an increase of salaries in some instances would reduce the Superior Court figure to \$16,860.

The use of typewriters would produce neater and clearer records, but the service generally would not be materially improved by their use if the present separate divisions of the service are to be maintained. Some small economies might be effected by such a change. These additional reductions in salaries would not be large, however, if the salaries paid the long hand copyists, some of which are now excessive, were properly graded.

The introduction of typewriters would, of course, call for the co-operation of the county board. Five book machines and two or three standard machines in each office requiring an initial expenditure of about \$2,000 would meet the present demands of the service.



Clerk of the Circuit Court. (Cook County, Illinois.)

Chart of Proposed Organization
Indicating Yearly Salary Rates.

CIRCUIT COURT.**MAIN OFFICE SERVICE.****I. General Staff.****PRESENT ORGANIZATION.**

At the time the investigators of the Bureau were at work in the office the general staff comprised seventeen clerks. The duties assigned to each and the salary rates paid are indicated by the following table:

Title—	Salary
Assistant chief clerk	\$2,000
Clerk in charge	1,800
Filing and process clerk	1,800
Assistant filing and process clerk	1,500
Cashier	1,800
Execution clerk	2,000
Assistant execution clerk	2,000
Bookkeeper	2,400
File clerk	1,200
File clerk	1,200
Vault clerk	1,000
Vault clerk	1,000
Law register clerk	1,200
Chancery register clerk	1,200
Docket clerk	1,200
General clerk	1,000
Stenographer	1,000

Assistant Chief Clerk and Clerk in Charge.

No specific duties are assigned to either of these clerks. Each assists and relieves the chief clerk from time to time and performs such general service as may be assigned to him by the latter.

Filing and Process Clerks.

There are two of these clerks. They receive all papers

filed in the main office and place the file marks thereon by means of an electric time stamp, after which the name of the clerk is endorsed on the paper. They also assign the general number to all new suits commenced. There is no data available to indicate the number of documents filed which are unaccompanied by fees. These clerks collect all fees (except naturalization fees) and prepare the proper receipts therefor. Printed form receipts bound in books are provided. When a fee is collected the clerk receiving it fills in the amount in the appropriate blank on the form receipt and transmits the same with the money to the cashier. During the year ending October 31, 1911, the number of transactions involving this kind of service was as follows:

New suits commenced, 8,474, an average of 31 per day.

Appearances filed, 6,662, an average of 25 per day.

Mechanics' liens, 1,388, an average of 5 per day.

Folio division orders, 4,649, an average of 17 per day.

Completed certified copies and transcripts of records are retained by the head of the folio division until called for, when they are transmitted to the filing clerk, who prepares a receipt, collects the fee, and transmits the papers to the cashier. The cashier places the seal upon the document, stamps the receipt, and delivers the document to the customer.

Fees for naturalization papers are collected in the first instance by the naturalization clerk and are retained by him until the close of the business day, when they are turned over to the filing clerk, who prepares a receipt for the aggregate amount and transmits the same to the cashier.

The filing and process clerks also issue all process except final process. Of the 8,474 new suits above referred to, 426 were confessions of judgment upon which no original process issued, and 643 were applications for land registration in which the summons was prepared in the registrar's office. The bond record would indicate the issuance of 102 injunction writs with

bond. There is no statistical data available to indicate the number of alias and plurius writs or the number of mesne process, such as injunctions without bond, attachments for contempt, *capias*, *dedimus*, etc., issued.

The process and filing clerks, further, receive all bonds, which it is the duty of the clerk to accept and file. When a bond which it is also the duty of the clerk to approve is presented for filing, this clerk scrutinizes it as to form and, except in those cases where a bond company which has been designated by court order as an acceptable security is tendered as surety, he examines the surety under oath touching the value of the property scheduled by him and his interest therein. If the bond is in proper form and the security is deemed sufficient, the bond is approved by the deputy and filed. All other bonds are filed as a matter of course. During the year ending October 31, 1911, 678 bonds (an average of less than three per working day) were filed and spread of record. A large percentage of this number the clerk was not called upon to approve. At present all bonds are spread of record. For this purpose, printed forms bound in books are used where practicable. When this cannot be done, it is necessary to copy the bond in long hand. The better practice would be to require the filing of a copy of each bond to be used for reference purposes, and to discontinue spreading them of record altogether.

Cashier.

The fees of the office having been collected, by the filing and process clerks, are transmitted to the cashier, who enters the several items in appropriate columns on the daily cash sheet with which he is provided, and stamps and delivers the receipts where receipts are issued. He also receives such alimony as may be paid to the clerk in divorce cases and keeps a record of such receipts and subsequent payments to the parties entitled thereto.

Execution Clerk.

The execution clerk issues all final process, posts the execution docket, and, with the aid of his assistant, operates the fee book and issues fee bills. The records show that during the year ending October 31, 1911, he issued 760 writs, an average of less than three per working day, and that he taxed costs in 7,707 cases, or about twenty-eight per working day. He also posts to the judgment docket data respecting "satisfaction pieces" filed.

Assistant Execution Clerk.

The assistant execution clerk devotes most of his time to operating the fee book. He also assists the execution clerk in other matters and frequently relieves the filing and process clerks.

Bookkeeper.

Since the inauguration of the present scheme of accounting for the county fee offices, most of the work which formerly was done by the bookkeeper has been transferred to the office of county comptroller. At the present time the bookkeeper keeps a record of pauper cases of which there were 592 filed last year. He also has charge of the trust fund account, attends to the banking of all funds, and prepares the pay roll.

Pending File Clerks.

There are two pending file clerks, one for law and one for chancery cases. They receive the law and chancery files, respectively, from the register clerk and file them in numerical sequence according to term numbers, in filing cabinets provided for that purpose. These clerks also deliver files to persons wishing to examine them.

Vault Clerks.

The two vault clerks are assigned to the vaults where are stored the files of "disposed of" cases and old record books. Their duties consist chiefly in filing in numerical sequence according to general numbers files in "disposed of" cases and in delivering such files as may be called for to persons wishing to examine them.

Register Clerks.

Three registers are operated in this office, one for law cases, one for chancery cases, and the third for burnt record suits. One clerk operates the law register and in addition makes entries in the law term index. Another clerk operates the general chancery register and term index and also the burnt record register and index, and prepares file wrappers in chancery cases. These registers furnish substantially the same information as the Superior Court register described on page 39.

Docket Clerk.

The docket clerk operates the general docket. In addition to making original entries therein, he posts thereto data with respect to the final disposition of the case. He also operates the general plaintiffs and defendants indexes, makes opening entries in the law docket and prepares file wrappers for law cases. He writes the confession record, mails notices of publication, keeps a record of such mailings and operates the mechanics' lien record.

General Clerk.

The general clerk on the staff has no specific duties. He assists in operating the records of jury service and in the issuing of jurors' certificates on the days when jurors are paid off.

The present method of paying off jurors would seem to be unnecessarily cumbersome, and that in use in the office of the clerk of the Superior Court the better one. The practice in each court is to deliver to each juror at the commencement of his term of service a card upon which he then signs his name. When his service is terminated the minute clerk enters upon the card the number of days served. In the Superior Court this card is then presented to the juror clerk, who, after requiring the holder of the card to sign the same a second time for purposes of identification, delivers to him his certificate. Jurors' certificates in the Superior Court are prepared in advance, except as to the amount for which they are issued, the amount being ascertained from the card when presented and then entered in the certificate. In the Circuit Court a juror, when his service is terminated, presents his card to the juror clerk, who then fills out the entire certificate and after requiring the signature of the payee on the stub of the certificate book as well as on the certificate, delivers the latter.

Stenographer.

The stenographer on the general staff attends to the correspondence of the office, writes the bond records and occasionally assists in the work of the folio division.

SUGGESTED CHANGES.

The positions now held by the assistant chief clerk, assistant execution clerk, bookkeeper, one register clerk, one vault clerk and the docket clerk would seem to be unnecessary and should be abolished.

An assistant chief clerk is unnecessary. Such duties as he now performs should be discharged by the chief clerk without assistance, except such as might be rendered by one of the general clerks. The present clerk in charge should be retained as a general clerk.

The work assigned to the execution clerk is not heavy enough to justify providing him with an assistant. The execution clerk, moreover, should issue all process, except original process, and should operate the judgment docket and the mechanics' lien record.

In this connection it is suggested that the several minute clerks be provided with appropriate forms upon which each should transmit daily to the execution clerk memoranda of all entries to be posted to the judgment docket. This would obviate the necessity of the judgment or execution clerk each day reading the entire law record as is now the practice.

The record of pauper cases should be kept by the cashier, who should also handle the trust funds and keep the record thereof. The making up of the pay roll and the banking of funds might be attended to by the chief clerk.

In the Superior Court office one clerk operates the register for both law and chancery cases and the services of one clerk should suffice for the same work in the Circuit Court clerk's office. It is suggested that a combined register of law and chancery cases such as is now in use in the office of the clerk of the Superior Court would facilitate the work of the register clerk. The preparation of chancery file wrappers and the posting of the term indexes should be assigned to the pending file clerks.

One vault clerk should be able to handle the work in the vaults under ordinary conditions.

The work of the docket clerk should be distributed as follows: The operation of the general docket and the general indexes would be assigned to the filing and process clerks. Subsequent postings to the general docket with respect to the disposition of cases might be dispensed with. Opening entries in the law docket should be made in the record writing room and the confession records should also be written there. Law file

wrappers should be prepared by the pending file clerks and publication notices should be mailed by the filing and process clerks and the record of the mailing kept by them. The operation of the mechanics' lien record would be assigned to the execution clerk.

The process and filing clerks should be relieved of the duty of handling the completed work and cash collections of the folio division. The practice which is now followed in the Superior Court clerk's office (see page 37) of sending such work when completed to the cashier, who subsequently delivers it and issues a receipt for the fee collected, might be advantageously adopted in this office.

The payment of jurors and the keeping of the jurors' record should be assigned to the process and filing clerks, who should be provided, as suggested on page 40, with assistance, on days when jurors are dismissed from service.

If the positions enumerated were abolished and the salary of the execution clerk fixed at \$1,800 (the amount now paid that clerk in the office of the Superior Court clerk), a saving of \$10,000 a year in salaries of the general staff could be effected.

2. Naturalization Division.

The naturalization work performed by the Circuit Court clerks is much heavier than that handled by the Superior Court force. Only two clerks have been regularly assigned to this service.

On the other hand, the naturalization records have been written largely by the head clerk in the law record writing division, who has also acted in court as minute clerk, on days when hearings were had on petitions.

If present methods are continued there would seem to be no objection to the present procedure, but if the consolidation

plan advocated in this report were adopted, then an additional clerk should be provided in the naturalization division.

3. Record Writing and Folio Divisions.

ANNUAL REPORT OF CLERK.

The annual report of the Clerk of the Circuit Court, filed November 20, shows 7,879 pages of law records and 18,364 pages of chancery records written during the year ending October 31, 1911. An analysis of the report discloses that these totals were made up as follows:

Common Law Records.		Pages.
Miscellaneous orders (long hand)	2,781	
Special assessment orders (long hand)	34	
Condemnation suit orders (long hand)	427	
Naturalization orders (forms)	349	
Certificates good moral character (forms)	68	
Default orders (forms)	25	
Orders of dismissal (forms)	162	
	<hr/>	
		3,846
Confessions of judgments (forms filled in by docket clerk) ..	426	
Bond records (written by stenographer)	678	
Judgment docket	265	
Execution docket operated by execution clerk	95	
Fee book operated by execution clerk	2,569	
	<hr/>	
Total		7,879
Chancery Records.		Pages. Pages.
Decrees and orders (long hand copies by chancery record writers)	7,242	
Orders on forms (filled in by chancery record writers)	2,969	10,211
	<hr/>	
Orders (long hand, written by minute clerks)	1,996	
Orders (forms filled in by minute clerks)	2,434	4,430
	<hr/>	
		14,641
Chancery docket	1,077	
Land registration docket	327	
Chancery register	1,427	
Calendars written on foolscap paper estimated at.	892	3,723
	<hr/>	
Total		18,364

In checking the foregoing figures with the records the investigators discovered no substantial discrepancies therein except an error of 220 in the number of pages of bond records reported. The number of pages reported written in dockets, registers, etc., cannot be accurately checked and has little significance, and there is no data now available to substantiate the item of 892 pages accounted for as pages of foolscap written in the preparation of calendars.

Aside from these considerations, the report is misleading. Many of the above items are reported again under other classifications.

Moreover, while all entries in registers, dockets and similar books are in a sense records, they do not form the subject matter of what is commonly designated "record writing." They are for the most part kept by clerks on the general staff and form no part of the work of the "record writers."

An examination of the 3,846 pages of law records reported written shows that in estimating the number of full pages written a deduction of 16 per cent., or 616 pages, should be made on account of failure to utilize portions of some of the pages. This reduces the number of full pages written by the law record writers to 3,230.

PRESENT METHODS.

Law Record Writers.

The work of the law record writing division does not differ materially from that of the same division in the Superior Court office and the procedure followed is practically the same. (See page 45.) At the time the investigators of the Bureau were at work in the office, six clerks were employed on this work. The salaries of five of these were \$1,800 each; that of the other \$1,200. The time of one clerk was employed in operating the judgment docket exclusively, while much of the

time of the head of the division was devoted to naturalization work. Eliminating this work from consideration, and making proper deductions (16 per cent.) for waste space in the books, there remained 2,937 full pages to be written by four clerks. Computed at 500 words per page (fifty lines; ten words per line), this represents 14,685 folios of 100 words each during the year for four men. On a basis of 250 working days, 5,876 words per day were written. Each man, therefore, wrote approximately 1,469 words, or three pages, per day. Two competent clerks, in addition to the head clerk, could handle the work of this force without difficulty, and also post the new cases to the common law docket and write up the confession record. Salaries of \$1,800 for the latter and \$1,200 each for the former are suggested.

Chancery Record Writers.

Chancery records are written in part by the chancery record writers and in part by the respective chancery minute clerks. An additional clerk is provided to assist these minute clerks. The practice of thus employing the time of the minute clerks is to be commended. The chancery record writing division of the main office is manned by six clerks under the supervision of a head clerk, who does little more than supervise the work. Aside from the work done on the registers and dockets, the six men mentioned above copied 10,211 pages of record during the year ending October 31, 1911.

On the basis of 500 words per page and 250 working days per year, this work represents an aggregate of 51,055 folios, or about 3,400 words per working day per man. The salaries of seven clerks assigned to this division aggregate \$8,720 a year, making the cost per folio approximately 17 cents. This figure, while much lower than that of the Superior Court office for the same work, is high when compared with the cost of like work in the recorder's office. (See pages 47 and 48.)

Three copyists at \$1,200 a year and a head clerk at \$1,800 a year are recommended for this work, if the present plan of organization is to be maintained.

Folio Clerks.

Substantially the same conditions exist in this division as were found in the folio division of the Superior Court office. (See page 48.) Four clerks were regularly employed on the work, but minute clerks while not engaged at their regular duties have also been assigned to assist in compiling transcripts. The margin of difference between the amount of fees collected for this service and the salaries paid the four regular clerks is considerably larger than in the Superior Court office. There is no way of determining, however, how much extra help has been had in turning out the work. For the reasons stated on page 49, no change in the number of clerks regularly employed in this division is recommended.

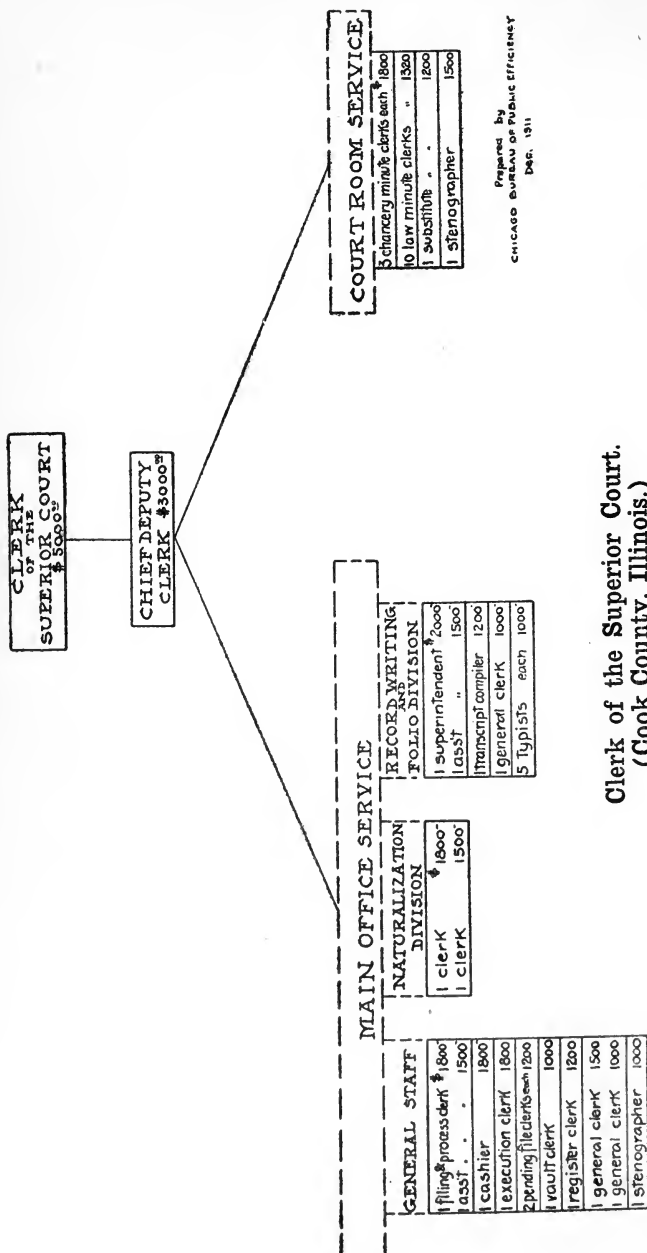
SUGGESTED CHANGES.

The work of operating the judgment docket should be transferred to the execution clerk. If this were done the law records could be spread by three clerks with salaries aggregating \$4,200 a year, and the chancery records by four clerks with salaries aggregating \$5,400 a year. If the vacant clerkship now existing in the record-writing and folio divisions and which paid \$1,800, were permitted to remain unfilled these changes would mean an annual saving of \$11,120.

COURT ROOM SERVICE.

Thirteen minute clerks and one stenographer are now provided for this branch of the service. Three are assigned to the chancery courts and eight to the common law branches. One clerk is employed to assist the chancery clerks in writing

up the short order records. The remaining clerk has been working in the folio room. His services would seem to be unnecessary. The extra man assisting the chancery clerks can be used to fill vacancies caused through unavoidable absence of the regular clerks or to attend to emergency assignments. Salaries of \$1,800 and \$1,200 are now paid the chancery clerks and extra man, respectively. With two exceptions the salaries of the law clerks are \$1,320. It is recommended that the salaries of all law clerks be fixed at that amount.



Clerk of the Superior Court. (Cook County, Illinois.)

Chart of Proposed Organization
Indicating Yearly Salary Rates.

SUPERIOR COURT.**MAIN OFFICE SERVICE.****1. General Staff.****PRESENT ORGANIZATION.**

The present general staff of the clerk of the Superior Court consists of the following clerks:

Title.	Salary Rate.
1 bond and juror clerk	\$2,000
1 filing clerk	1,200
1 cashier	1,800
1 process clerk	1,200
1 process clerk	1,320
1 execution clerk	1,800
1 judgment clerk	1,800
1 register clerk	1,200
1 bookkeeper	2,400
1 pending file clerk	1,320
1 pending file clerk	1,200
1 vault clerk	1,200
1 vault clerk	1,000
1 general clerk	1,500
1 general clerk	1,000

Bond and Juror Clerk.

The bond and juror clerk is assigned to receive all bonds which it is the duty of the clerk to accept and file. The procedure in this office with respect to the filing and approval of bonds is substantially that followed in the Circuit Court office. (See page 23.) During the year ending October 31, 1911, 832 bonds (an average of less than four per working day) were filed and spread of record. A large number of these the clerk was not called upon to approve. As in the Circuit Court office, all bonds are spread of record, printed form books being used for this purpose when practicable; otherwise

they are copied at length in long hand. As heretofore suggested, the better practice would be to require the filing of a copy of each bond, the duplicate to be used for reference purposes, and to discontinue spreading them of record altogether. If this cannot be done, the stenographer might be assigned to the work of copying, as is now the practice in the Circuit Court.

The bond and juror clerk once each month goes to the office of the jury commissioners and draws the names of the veniremen to be summoned as jurors and certifies the list of names so drawn to the sheriff. While the jurors are actually in service, their time is accounted for to the several minute clerks, but the bond and juror clerk operates a general record, showing the names of persons summoned as jurors, whether or not they responded and served, and, if so, the total days of service. The bond and juror clerk also prepares the vouchers for jury service and delivers the same to each juror at the termination of his period of service.

Filing Clerk.

The filing clerk receives and files all papers. When the filing of any paper is accompanied by the payment of a fee, the filing clerk prepares a receipt in duplicate on an auto-graph register machine and passes the paper, together with the receipt and the fee to the cashier in the adjoining cage. Where the paper filed is the initial paper in a suit or proceeding to be instituted, the filing clerk stamps it with a numbering machine, assigning to it the general number by which it is thereafter designated. Where the proceeding instituted is in chancery, he assigns the case in rotation to the judge before whom it will be heard. He also places upon each paper filed the file marks. This is done by stamping the paper with an electric time stamp and afterwards signing the name of the clerk. An average of thirty new suits were commenced daily during the

past year, and the appearances filed averaged twenty-six per day during that time.

Cashier.

All fees and other moneys collected, except trust funds, which are deposited with and paid out by the clerk under order of court or otherwise, are paid to the general cashier. When transmitted to the latter by the filing clerk, together with a form receipt, the cashier stamps the receipt "paid" and delivers it to the person entitled thereto. For fees earned through the naturalization division of the office, no receipt is issued, the practice being to transmit the paper, together with the fee, to the cashier, who places the seal of the court upon the instrument and delivers it to the applicant. Orders for transcripts of records and certified copies are taken on forms provided for that purpose. When the work in connection with these orders has been completed, the transcript or certified copy, together with the original order, upon which the amount of the fee to be collected has been noted by the head of the folio division, is forwarded to the cashier. When one of these documents is called for, the cashier collects the fee, issues a receipt therefor and delivers the document to the applicant. The cashier is provided with a daily cash sheet so ruled in columns as to indicate the several classes of fees collected through the office, and when money is received he enters the amount thereof in the appropriate column. The cashier also keeps a record of all pauper cases instituted. The report of the clerk recently filed shows there were 1,179 of these cases started during the year ending October 31, 1911.

Process Clerks.

The process clerks, of whom there are two, issue all original and mesne process. They also post the general docket and the general plaintiffs and defendants indexes, respectively.

The records show that during the year ending October 31, 1911, 8,033 suits were commenced in this court, or an average of about thirty per working day. Of the cases commenced, 232 were confessions and 366 special assessment cases upon which no original process issues. The bond record would indicate the issuance of 115 injunction writs with bond and twenty-three writs of ne exeat. There is no statistical data available to indicate the number of alias and plurius writs or the number of mesne process, such as injunctions without bond, attachments for contempt, capias, dedimus, etc., issued.

Execution Clerk.

The execution clerk issues all fee bills and final process. He also operates two books—one the execution docket, the other the fee book. The records kept by this clerk show that during the year ending October 31, 1911, he issued and docketed 406 writs and taxed costs in 6,024 cases, an average of one and a half and twenty-two, respectively, per working day. There is no data as to the number of fee bills issued.

Judgment Clerk.

The judgment clerk operates the judgment docket, showing all money judgments and decrees entered. It is a chronological and alphabetical index by the name of the party against whom a judgment or decree for money has been rendered, and shows briefly the date and case number, names of the parties, kind of suit, the book and page where the judgment is spread of record, and the amount of the judgment. There is also a column headed "Remarks," in which this clerk enters memoranda of assignments or satisfactions when filed. The records show that for the year ending October 31, 1911, judgments or decrees of this class were entered and docketed in 1,902 cases (an average of seven per working day). The judgment clerk also opens the original entries in the common law docket and

prepares the file wrappers for law cases. The entries in 1911 averaged fourteen per working day. In addition to the duties just enumerated, he writes up the records in condemnation and confession of judgment cases. Printed form books are provided for the recording of proceedings in these classes of cases. For the year ending October 31, 1911, the records show 116 pages of confession and 146 pages of condemnation record written. This is an average of one-half page per working day in each record.

Register Clerk.

The register clerk, as the title indicates, operates a register upon which is entered consecutively the number of each suit commenced, the title thereof, and certain other data. Subsequently, as each paper relating to any case is filed, a brief description thereof, with the name of the person filing it and the time of filing, is entered in a column provided for that purpose opposite the case to which it refers. He also prepares file wrappers for all chancery cases.

Pending File and Vault Clerks.

The duties of these clerks are identical with those of the file and vault clerks in the Circuit Court office, except that the Superior Court file clerks also operate the term indexes.

Stenographer.

A stenographer is assigned to the clerk and chief clerk. Her duties consist chiefly of handling the correspondence of the office.

General Clerks.

No specific duties are assigned to the two general clerks. They are employed in doing such general work as may from time to time be required of them. For some time past they

have been engaged in rewriting a portion of the naturalization indexes and otherwise assisting in that division.

Bookkeeper.

Prior to the instalation of a scheme of accounting in the office of the county comptroller, a system of accounts, necessitating the services of a bookkeeper, was operated in the clerk's office. At the present time so far as the investigators of the Bureau have been able to ascertain, the work of the bookkeeper is negligible and such minor duties as he may now perform could be assigned to such clerks as from time to time were unoccupied and available for that work.

SUGGESTED CHANGES.

It is recommended that the positions now filled by the two process clerks, the judgment clerk, one vault clerk and the bookkeeper be abolished and that the present bond and juror clerk and filing clerk be designated as filing and process and assistant filing and process clerks, respectively.

The filing and process clerk and his assistant, in addition to performing the duties which they now perform, would then issue all original process as is now done by the filing clerks in the Circuit Court. The receiving and approving of bonds would also be assigned to these clerks and in addition they would be required to operate the general docket and the general plaintiffs and defendants indexes, and to mail publication notices and keep the record thereof. The work of paying off jurors, which would fall upon these two clerks, is performed for the most part on Friday of each alternate week. A considerable number of jurors demanding payment at one time would cause congestion at the filing clerk's window. To avoid this it is suggested that jurors might be paid off at another window, the assistant filing clerk, and, if necessary, one of the general

clerks, being assigned for this purpose during the two or three hours when the work is heavy.

No additional duties would be imposed upon the cashier except that the trust fund accounts should be handled by him.

The work of operating the judgment docket, as well as issuing all process other than original process, should be assigned to the execution clerk. If the practice suggested on page 27 of requiring the several minute clerks to transmit daily to the execution clerk upon appropriate forms memoranda of all entries to be posted to the judgment docket were adopted, there would no longer be any necessity for the judgment or execution clerk each day to read the entire law record as is now the practice. The work of preparing file wrappers for both law and chancery cases might well be assigned to the pending file clerks.

The making of the opening entries in the law docket and the writing up of the condemnation and confession records should be done in the record writing department.

The work in the vaults could be readily handled by one clerk instead of two, as at the present time.

It will be noted that the positions now filled by the two general clerks have been left undisturbed, so as to provide such relief as might be necessary on account of unavoidable absence of members of the regular staff or a temporary swell in the volume of business in either of the several divisions of the service.

If the changes above suggested were made and the salaries of the filing and process and pending file clerks graded in accordance with the salaries paid for similar services in the Circuit Court office, a saving of \$7,940 a year could be effected.

2. Naturalization Division.

Two clerks are regularly assigned to the work in this division. Without attempting to describe in detail their duties, it may be said that these clerks are necessary for this work and no change in connection with this branch of the service is recommended.

The federal naturalization act which became effective July 1, 1906, provides for the collection by the clerk of certain fees. Of these fees the clerk is permitted to retain one-half up to a maximum of \$3,000 per year; the remainder of all fees collected is turned over to the federal government.

Prior to 1909, it was the practice of the present clerk of the Superior Court to retain these fees and employ such clerical assistance as was necessary for the performance of the work. In doing so, he assumed to be acting in his individual rather than his official capacity, and made no accounting to the county. Beginning with the fiscal year 1909, the former practice was changed. It was stated that since then these fees have been kept in a separate fund and turned over daily by the cashier to the chief clerk; also that at the end of the current month one-half of the amount collected is entered in lump on the cash sheet transmitted to the auditor, and the sum so shown turned over to the county treasurer, together with other fees collected. At the time the change in the method of handling the fund was inaugurated, clerks were provided by the county for the purpose of performing this work.

3. Record Writing and Folio Divisions.

ANNUAL REPORT OF THE CLERK.

The annual report of the clerk of the Superior Court, filed November 20, 1911, shows 5,261 pages of law record and 12,336 pages of chancery record written. An analysis of the report and an examination of the record books from which it was compiled, disclosed the following:

Number of pages of law record reported written—

	Pages	Pages	Pages
Condemnation Suits (forms).....		146	
Confessions of Judgments (forms).....		116	
Defaults (forms)		31	
Dismissals (forms)		140	
Miscellaneous Longhand Records.....		4828	

 5261

Deduct—

*Condemnation Suits (forms).....	146		
*Confessions of Judgments (forms).....	116	262	

Number of pages reported in excess of number of pages contained in books within periods covered by reports.....

 **1084 1346

 3915

Estimated number of full pages reported but not written due to failure to utilize approximately 20 per cent. of the space on such pages as were written upon at all.....

 835

Equivalent total number of full pages written by 4 law record writers.....

 3080
Number of Pages of Chancery Record Reported Written—
Decrees:

	Pages	Pages	Pages
Foreclosures (forms)	200		
Defaults (forms)	1286		
Miscellaneous (longhand)	5983	7469	

Orders:

Defaults (forms)	1055		
Miscellaneous (longhand)	3812	4867	12336

Deduct:

Number of pages reported in excess of number of pages contained in books within periods covered by report.

Form books	116		
Decrees (longhand)	312		
Orders (longhand)	39	**467	

Estimated number of full pages reported but not written due to failure to utilize a portion of the space on such pages as were written upon at all.

Decrees (longhand)	715		
Orders (longhand)	339	1054	1521

 10815

 42

Add pages written but not reported.....

Equivalent total number full pages actually written

 10857

*Written by judgment clerk, not by law record writers.

**See detail statement on next page.

CLERK OF THE SUPERIOR COURT.

Detailed statement of "Record Writing" done in office of Clerk of Superior Court for year ending October 31, 1911, showing discrepancies between the number of pages reported by Clerk and the actual number of pages (full or partial) written during that period.

Number of Record Book.	Pages Reported by Clerk	Number of Pages Contained in Books Within Periods Covered by Report.	Excess Pages Reported by Clerk.
Law Records:			
203	170	70	100
218	253	153	100
221	263	241	22
226	169	69	100
231	598	593	5
234	224	224	...
241	186	5	181
242	172	172	...
243	132	32	100
244	245	224	21
245 (Forms)	146	123	23
246	178	156	22
247	133	33	100
248	113	11	102
249 (Forms)	140	140	...
252	160	56	104
253	200	96	104
254 to 263	1779	1779
Total	5261	4177	1084

Chancery Records (Decrees):

294 (Forms)	200	...	
386 (Forms)	115	12	103
415	185	103	82
422	248	252	*4
423	339	252	87
424	149	151	*2
425	644	639	5
426 (Forms)	527	518	9
427	644	622	22
428	644	641	3
429	644	575	69
430	644	641	3
433 (Forms)	644	640	4
440	644	622	22
441	644	625	19
442 to 445	554	554	...
Total	7469	7047	428

Chancery Records (Orders):

397	181	165	16	
416	154	183		*29
417	292	295		*3
418	644	640	4	
419	644	643	1	
420	425	429		*4
421	337	337	...	
434	644	626	18	
435	491	491	...	
Total	3812	3809	39	

Default Orders (forms):

PRESENT METHODS.

Three separate corps of clerks are provided for performing the record writing and folio service. Each is under the direction of a head clerk, who also does some of the detail work. All records are written in long hand in bound books, and such copies as it is necessary for the folio clerks to prepare in making certified copies and transcripts of records are also written in long hand.

Law Record Writers.

The procedure now followed with respect to the writing of law records requires the several minute clerks to make minutes of orders entered by their respective judges in books provided for that purpose and later to transcribe these abbreviated forms of orders to a similar book in the law record writers' room. The law record writers, of whom there are four, subsequently expand the abbreviated form and spread the expanded form on the record. The orders spread of record by these clerks for the most part are a repetition of well-defined forms with which any competent clerk can readily familiarize himself. A few of the orders contain variations from the usual forms which are more or less complicated and require some degree of skill in drafting. The report of the clerk of the Superior Court indicates 5,261 pages of law record written during the year ending October 31, 1911. Of these, 262 pages were in connection with confessions, and condemnation proceedings, for which printed form books are provided. They were written by the judgment clerk heretofore mentioned.

A careful examination by the Bureau's investigators of the other record books shows that 1,084 pages reported are not to be found in the books within the dates included in the report and that of those pages reported which were written upon at all, approximately 20 per cent. of the space was wasted through

failure to utilize portions of pages. The unused portions of these pages were equivalent to 835 full pages. The four clerks assigned to writing up the law records, therefore, wrote the equivalent of about 3,080 full pages during the past year (see table, page 43), or an average of about three pages a day for each man. Two clerks should have performed this work under the methods now in use, and making allowance for the increase in the number of sitting judges during the ensuing year, three men should be sufficient to spread the law records and also to operate the confession and condemnation form records and the law docket.

Chancery Record Writers.

For the purpose of spreading chancery orders and decrees and special assessment orders of record, the clerk of the Superior Court is provided with twelve assistants. Four of these are assigned to writing up "orders." Seven spread "the decrees" of record. One clerk writes the record in special assessment cases. All records are written out in full in long hand except default divorce decrees and certain default orders and foreclosure decrees for which printed form books are provided.

The annual report of the clerk referred to shows 3,812 pages of "orders" written. The check made by the Bureau's investigators indicates that he is entitled to credit for thirty-six additional pages written but not reported. Of the 3,812 pages reported, however, thirty-nine were blank and the aggregate written matter was equivalent to only 3,470 full pages. In addition, 1,055 pages of "defaults" for which printed form books are provided, were filled in, making a total of 4,525 pages written. Computing 500 words (fifty lines, ten words per line) to the page, this was equivalent to 22,625 folios of 100 words each. Allowing 250 working days per year, the four clerks assigned to this work copied on the average an aggregate of

9,050 words, or 2,262 words per working day each. The salaries of these clerks aggregate \$6,120 a year. On the above basis, therefore, this work cost the county approximately 27 cents per folio of 100 words.

The report above referred to also shows 7,469 pages of decrees written. Of these, 1,486 pages were reported filled in on printed forms and 5,983 were reported written out in full in long hand. The check of the investigators of the Bureau shows six pages written but not reported and that 116 pages of the 1,486 pages reported contained no written matter whatever. The report as to the 5,983 pages is erroneous in that only 5,671 pages appeared to have been written upon at all between the dates reported. (See table, page 43.) There was further lost the equivalent of 715 full pages through failure to utilize portions of the pages upon which some written matter appears. Therefore, 1,370 pages were written on forms and 4,962 full pages of matter were copied at length, making a total of 6,332 pages written. Computed at 500 words per page, this work represents 31,660 folios of 100 words each. On a basis of 250 working days per year, the seven clerks making these copies aggregated 12,664 words per day, or 1,810 words each. The salaries of these clerks aggregated \$9,440, making the cost to the county approximately 29.8 cents per folio.

The records of special assessment suits are kept by one clerk. During the year ending October 31 last, he spread 1,433 pages. On the basis above described, this was equivalent to 2,866 words per day at a cost of 20.7 cents per folio of 100 words. This clerk also devotes a small portion of his time to operating the docket of special assessment suits.

Practically all of the work done in the writing of chancery records is straight copying. The above figures with respect to both decrees and orders are significant, therefore, in view of the fact that when copying of records in the recorder's office was done in longhand from sixty to seventy folios, or from

6,000 to 7,000 words, were considered a moderate day's work, and further that the cost of copying records in that office, including overhead expense for superintendence and general clerical work, was approximately 6 cents per 100 words. The fact that one of the chancery record writers makes opening entries (about fifteen per day) in the chancery docket, and the further fact that occasionally these men are called upon to assist in preparing transcripts in the folio division, have not been lost sight of in compiling these figures. It is believed, however, that such time as these men may devote to this latter work is more than offset by what they save through the use of printed form blanks in doing their regular work, on account of the use of which no deductions were made in computing the amount of such work done by them. Attention is also called to the estimate of 500 words per page (fifty lines, ten words per line) used in computing the volume of work done. A few instances were noted wherein the work ran ten words per line, but in a majority of the books eight rather than ten words would be a fair average, so that the above estimates by the Bureau of the volume of work are probably much too high rather than too low.

Folio Clerks.

At the present time there are four clerks regularly employed in preparing certified copies and transcripts of records in this division. A fifth man devotes most of his time to this work, occasionally doing the work of a minute clerk when his services are required in that capacity. It is claimed that the work of this division is not distributed uniformly throughout the year, the volume of work increasing very largely during the intervals just preceding the days fixed for filing records in the Appellate and Supreme Courts.

The claim is made also that it has been found necessary to call in clerks from other branches of the service in order to

complete transcripts prior to the days on which they were required by statute to be filed. Under the present system there is no data available to indicate the volume of the work in this division or to what extent additional help has been required to do the work. Attention is directed to the fact, however, that the fees collected for this service, including the fees for certified copies of naturalization papers, are only a trifle in excess of the salaries of the five clerks mentioned above. Such copying from the papers in the files or the records of the court as may be necessary for the purpose of making up transcripts is now done in longhand. Because of the fluctuation in the volume of the work and of the special training with respect to the manner of assembling records for appeals, which is required of one or more of the clerks performing this service, no reduction in the number of men now employed on this work is recommended if long hand copying methods are to be continued. Under the plan hereinafter suggested (page 50), the fifth man would devote his entire time to assisting the minute clerks. The stenographer on the general staff in the Circuit Clerk's office assists from time to time with the folio work, as does also the judge's stenographer. It is suggested that this practice of employing the services of these two clerks in the folio division when their time is not otherwise engaged might be followed with profit in this office as well.

SUGGESTED CHANGES.

If present methods are to be continued, three clerks, as shown on page 46, should be sufficient for writing the law records. Salaries of \$1,800 for the head clerk and \$1,200 for each of the other two would be commensurate with the services rendered. No change is recommended with respect to the four clerks regularly employed in the folio service. The writing of "short" (one page or less in length) chancery orders should be assigned to the respective chancery minute clerks.

If this were done, there would remain, on the basis of last year's work, approximately 17,000 words per day to be copied and compared. Four copyists should experience no difficulty in handling this work; three probably could do it. Salaries of \$1,800 for the head clerk and \$1,200 for each of the other copyists are suggested. These changes would result in reducing from twelve to four the number of clerks now assigned to the chancery work.

If these changes were made, and the salaries of the chancery minute clerks graded in accordance with the recommendations of this report, the saving in salary expense would amount to \$16,860 a year.

COURT ROOM SERVICE.

The court room service is performed by the minute clerks, except that a stenographer is provided for the occasional work of the judges requiring stenographic service. A minute clerk is assigned to each judge trying cases. At the present time there are three judges regularly hearing chancery cases and ten judges trying lawsuits. Three additional judges were assigned to law calendars December 4. This will necessitate the appointment of thirteen minute clerks for the ensuing year in order to man all of the courts. It is recommended that the practice now followed in the Circuit Court, of requiring the chancery minute clerks to write up all short orders entered by the judges to whom they are assigned, respectively, be adopted in the Superior Court, and that for the purpose of assisting in this work and also providing for the filling of vacancies caused by unavoidable absence of either of the regular minute clerks, an extra minute clerk be provided.



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17 1921	May	17 1921
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